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ABSTRACT

The publication is concerned with the practice of community development and those principles, assumptions, and values which guide the methods and procedures used in the field. It is divided into two parts. The first part discusses the theory of practice -- assumptions, values and beliefs, and principles. The second part deals with the practice of theory -- direct interaction with individuals and groups; community self surveys; community self studies; group discussion and decision making workshops; use of resource people, use of resources other than people; presentation of data and information; creation of organization; group participation and group selection; and methods combinations. Ten case examples are included. (PT)

THE THEORY AND PRACTICE OF COMMUNITY DEVELOPMENT

A GUIDE FOR PRACTITIONERS

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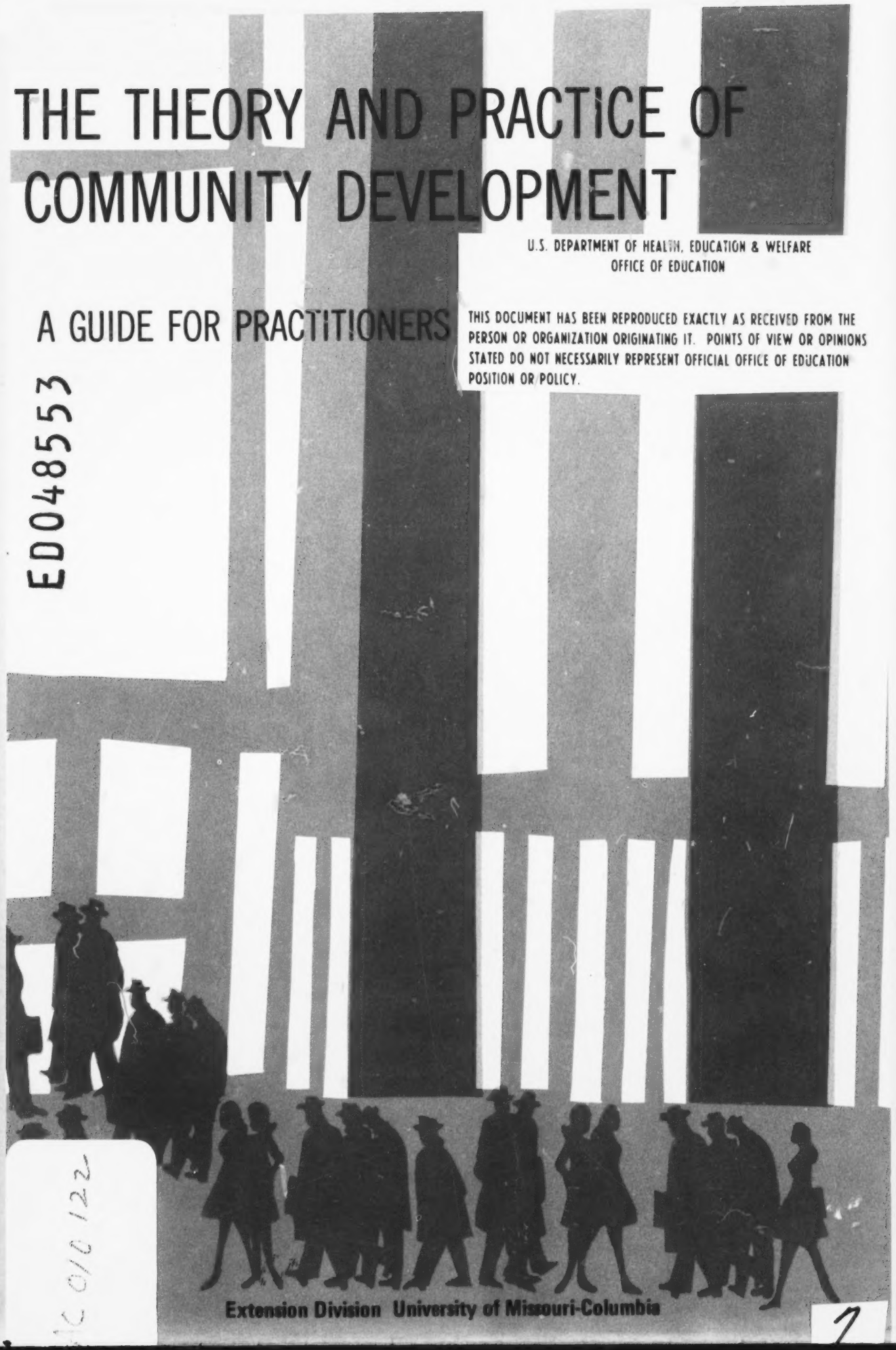

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THE THEORY AND PRACTICE OF COMMUNITY DEVELOPMENT

A Guide for Practitioners

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Foreword

This publication is concerned with the practice of community development and those principles, assumptions, and values which guide the methods and procedures used in the field.

Community development is treated as a distinct profession, different and apart from other helping professions.

It is hoped that this publication will be useful in training community development workers. Further use may be made in the training of volunteer groups and in explaining what community development is and is not to various groups and individuals.

The publication was written primarily to apply to the United States. The basic principles, assumptions, and methods, however, can be applied wherever community development is practiced.

I would like to acknowledge the contribution that many have made to this publication. . Hugh Denney, John Croll, Wallace Wells, Jim Cook, Fred List, Bob McGill, Bryan Phifer, and Lee Cary. Special thanks to my long-suffering wife Doris, who read, re-read and typed the original manuscript.

Introduction

Community development is a field of both academic endeavor and field application. Its primary purpose is human development. How one goes about this is the practice of community development. Why one goes about this in a certain manner is the theory and principles of community development.

Community development is a profession that holds that man can develop in such a manner that he can better manage his own environment. Thus the practice of the profession is greatly involved in how to engage with others so that the greatest amount of human development occurs.

The relationship between the professional community development worker and the community with which he is working in not one which can be called typical or traditional. It is a helping relationship. It is not a dependency or "doing for" relationship, but a developmental relationship. The community development worker strives to motivate people to look at their environment to see how it might be enhanced or improved. He encourages the people to analyze their situation and to set goals. By helping people to establish a community development process in an area, a process of human development is started.

Community development contains several basic elements. The following must be present if an activity is to be labeled community development.

1. Attention must be given to the wants and desires of the people involved and to the areas of endeavor set by the people involved.
2. People can become active meaningful participants in a developmental process and have considerable control over the process.
3. The concept of self-help is vitally important to the community development process.
4. The community is viewed as a total being as opposed to division into community sub-units.

From the foregoing, one can determine that community development has no predetermined program to take to the field to convince people what is good for them. Community development programming enables people to create their own programs with help from various sources, realizing that the community has the right and obligation to accept or reject this help and advice.

It is possible for people to be working on many different projects and activities from industrial development, to art, to basic education, to housing, to political reorganization, and all of it may or may not be community development. The specific project does not determine if it is or is not community development. How the project is developed, who controls the project, and how it relates to the total community more nearly determine whether a project is or is not community development.

The Theory Of Practice

I. Assumptions

Any discipline or profession is guided by assumptions. Because these assumptions are held as true, they have a major influence upon the direction and emphasis of the discipline. These may be modified in time, but assumptions considered valid when the profession or discipline is in its embryonic stage are at least historical antecedents of major importance.

Assumptions of primary importance to community development would include:

1. People are capable of rational behavior.
2. Significant behavior is learned behavior.
3. Significant behavior is learned through interaction.
4. People are capable of giving direction to their behavior.
5. People are capable of creating or shaping much of their environment.

When the ramifications of these assumptions are considered, it seems obvious that people are viewed as **becoming being** rather than as a **being in a static state.** This notion of becoming is of major importance to the fundamental methods and principles of community development. If it can be accepted that significant human behavior is learned through interaction with other human beings, then community development can profitably address itself to creating those conditions of human interaction through which human competence is most likely to be enhanced.

People are capable of shaping much of their social, political, and economic environment. They have allegedly accomplished this through their action or inaction. Physical environment can be changed or greatly conditioned so that the impact of surroundings upon their mode of living and behaving will be lessened.

II. Values and Beliefs

Just as a profession has basic assumptions which guide the behavior of its practitioners, it also has values and beliefs which determine the focus of the profession:

1. People have the right to participate in decisions which have an effect upon their well-being.
2. Participating democracy is the superior method of conducting community affairs.
3. People have the right to strive to create that environment which they desire.
4. People have the right to reject an externally imposed environment.
5. Maximizing human interaction in a community will increase the potential for human development.
6. Implicit within a process of interaction is an ever-widening concept of

"community."

7. Every discipline and/or profession is potentially a contributor to a community's development process.
8. Motivation is created in man by association with his environment.
9. Community development is "interested" in developing the ability of human beings to meet and deal with their environment.

Operationalizing these values and beliefs has profound implications upon the day to day work and practice of community development when they are considered as guides to behavior on the part of the community development worker.

If man does, in fact, have the right to participate in those decisions, which have an effect upon his well-being, many questions must be answered. How one participates, to what extent, and who participates are superceded by the belief that anyone who so desires may participate. One obvious result is that plans and programs drawn in the privacy of offices and taken to the people for acceptance cannot be considered community development. For example: Many times when a city is undertaking a "comprehensive" plan, a citizens' advisory board is appointed. This group of citizens often develops into a citizens' approval board. The system may include the following steps. A planning board or city council charges either the city planning department or retains a planning consultant to develop a comprehensive plan. A citizens' advisory group is then established. How the two groups interact is the crux of the matter. In most cases, the professional planning group presents a plan for acceptance or rejection by the citizens group. If approval is gained, the citizens group's major role is to sell the plan to the citizens of the city. This places the planning professional in the role of making the basic decisions about future goals and development of the area under consideration. From the viewpoint of community development, the professional planner should draw plans according to goals set by the citizens. The plans should create those conditions that will fulfill the desires of the citizens as defined by them. Interested persons must be involved in not only carrying out action programs, but also, in the creation and development of such programs. The community development worker must be concerned in opening the community decision-making process to any person who desires to participate in such a way that the participation can be effective. The credentials necessary to participate in the community development process is the desire to do so.

A participating democracy is the superior method of conducting community affairs in that people tend to support what they have helped create. If citizens have had an opportunity to develop programs, ideas, or other projects they will usually work to carry them out. Many times when new community-service agencies are established, citizens have the opportunity to analyze their own community, study the situation, and develop and carry out action programs. This is accomplished with few guidelines and no priorities of a national or regional nature. Enter said guidelines, regulations, and priorities. What occurs? In many communities interest sinks and the program becomes another so called "people's program," conceived, operated, and directed by an emerging bureaucracy.

Many object that such idealism manifested by people writing their own programs is inefficient and wasteful. It is the position of community development that such idealism has a higher degree of validity in an operational sense. If one is interested and involved in the development of programs he is more likely to maintain a high degree of interest. If one is interested in the development of human beings one should develop methods and avenues through which people might participate and thus come to understand the various ways humans learn to function in relationship to their surroundings.

The concept that people have the right to create that environment which they desire assumes that people know or can learn what is best for them. In the annals of developmental writings, one can find many examples of imposed goals and experts assuming the type of change which is good for the group concerned. If one is concerned with development of people, it would seem that a simple truism applies - **start where people are, not where someone thinks they are or ought to be.** Most if not all people have a heirarchy of wants. Development efforts that start from a base of what people desire rather than from pre-conceived notions about what is "good for" the people of an area usually result in a higher degree of human development.

If it is agreed that people have the basic right to shape their own environment without damaging the environment of others, then the approach to the community will be to engage with, rather than do for or impose outside values.

That man has the right to reject an externally imposed environment has a close relationship to the foregoing proposition. In consideration of this proposition, we must assume that men are free to make decisions to change their social environment as they see fit. Social, economic, and/or political change often is the outgrowth of a community development process. Change in the social structure may be a consequence.

It is the raison d'être of the community development worker to help people analyze their situation, consider the findings, plan how to keep what they like, and change what they don't like. It is his purpose to help people examine several possible courses of action and the probable results and consequences of each. After a plan has been selected it is his role to help implement the plan by pointing out weakness and by helping to locate resources. In some cases, basic changes in the social structure may be necessary for large groups of people to achieve their desires and aspirations.

That maximizing human interaction will increase the potential for human development has had extensive testing in community development field work. In many areas, it has been observed that attitudes and beliefs change after people have been involved on a voluntary basis with people with whom they have not been previously associated with. This has been especially noted in the mixing of people who hold largely misleading beliefs and stereotypes about each other. It has been observed that people can regard others as individuals rather than as blacks, whites, worker, employer, etc. This process does not occur after the first or second meeting. But, over a period of time people learn to overcome

many prejudices and stereotypes that have been barriers to human understanding and development.

When people of many different backgrounds, interests and cultures come together, they bring to the total a wealth of variety. A variety of inputs (in workshops, discussion groups, etc.) has the potential of developing a much sounder output than does only one or two perspectives.

Increasing interaction does not necessarily produce cooperation. In many communities raising an issue causes division into pro and con groups. Each has its version of the "correct" solution or action to pursue. In some cases, differing points of view seem incompatible. It is entirely possible thas those persons who object to a proposal may have some very sound reasons for such objections. Altering or changing the initial proposal might make it an even sounder proposition. Those with conflicting views can come together and develop or discover a base of understanding or agreement from which to start a process of development. In all probability, unless groups do interact with each other, they will very effectively stifle each other's efforts to improve the community situation.

Human interaction contributes to the idea of "community" as an ever-widening concept. Much has been written about what is "community" or what ingredients are necessary for a community to exist. The community development worker is concerned with a community of interest prior to geographical boundaries. It should be noted that legal subdivisions and geography may define the area of action or interest.

A person living in the metropolitan area of a large city deals with people from many parts of the city. Friends, business associates, family, persons sharing the same hobby or interest may live across town, up town, downtown, next door or across the street. The idea that people living in the same area share similar interests may have little validity today. In rural areas, it has long been assumed that people living in a neighborhood share similar interests. This may not be so. In considering the farm family or a group of rural families, we need to discard most of the stereotypes we hold. The farmer may have little business interest in the local hamlet if his ordering and selling is with a distant market. The housewife may be just as interested in painting, sculpture, or civil rights as in putting up jams and jellies. The youth of the area may be much more interested in the spring holiday happenings at Fort Lauderdale than the local youth groups.

The increase of vertical organizations has a major effect upon this concept. As more federated clubs, civic clubs, community action associations, professional organizations, and governmental offices are established the greater the probability that the interest base of people will be broadened and directed beyond the immediate geographic community.

Thus, we cannot assume that common geographic proximity always develops common interest patterns. As avenues of communication are developed that lead to human interaction, people will tend to broaden their interest. The realization that people in the next town, city, or county share common interests greatly enhances the probability that people will be constantly expanding and broadening

their community of interest.

That every discipline and profession is potentially a contributor in some way to a community's human, social, and physical development points out the broad base of concern to be found in communities today. When people begin to examine themselves and determine their wants, desires, and needs, the outcome cannot be pre-determined. People may become interested in many aspects of human development. Individual interests have led to community processes which in turn have led to requests for data and information from various sources. In some areas individual art interests have led to the introduction of local theatre and touring artists and groups on a regular basis. Interests in job creation has been expended to reveal possibilities other than the establishment of a factory.

That motivation is created in relationship to man's environment is consistent with the idea of man's "becomingness." Motivation is sometimes viewed as a commodity that one either has or does not have. It may be assumed by some that people are not motivated when they do not respond in a desired or expected manner. The people may indeed be motivated, but not in the desired or preconceived manner. Those groups and agencies who desire to induce change in communities would have greater success if motivation was assumed to be a learned state rather than a static one. The question which must be met is how can those conditions be designed in which motivation will be created. From past experiences, it has been observed that little motivation is created when people are told or asked to perform certain tasks for their own good. People respond to what they have a stake or role in creating. This will not achieve instant development, but the application of this principle can develop motivation.

The community development worker must alway be conscious of the fact that development is normative. Logical changes and approaches may be viewed as a curse by the group with whom the worker is engaged.

Community development is greatly interested in developing the ability of human beings to deal with whatever problems or situations they have. Attention must be given to the long-range viewpoint rather than the short-sighted handling of immediate situations. The difference in emphasis has major impact on the day to day practice of community development.

What role should the community development worker play in problem solving? He has no ready-made solutions to apply to community problems. If a community group should decide that unemployment and underemployment is a definite problem, they may want to investigate the possibility of job creation. The role of the community development worker would be to ask such questions as why are people unemployed, are present jobs vacant for lack of trained personnel, is retraining suitable, and what vocational facilities are available. The community development worker may have good answers to such questions. In most cases, he does not provide answers but information for consideration. He is not an advocate of community wants and needs but a stimulator to help people learn how to manage their situation, thus developing human competence.

It should be emphasized that everything that is good for the community or

improves the situation is not necessarily community development. Community development is not in business to diagnose a community's ills and write prescriptions for the cure. It hopes to enable the citizens to define their own problems and to systematically search for and discover acceptable courses of action which may be put into effect.

Since the community development worker does not focus on solutions but on human development, the burden of success of projects lies with the people. This approach increases the probability that he will be able to relate to a group over a longer period of time than one who proposes specific solutions. What are the results when a community development worker convinces a group of people they should pursue a specific course of action if the outcome is defined by the people as a failure? What happens when people lose interest in a project that has been proposed by the community development worker? Don't these projects become the responsibility, indeed the fault, of the worker? How many times can this occur before people cease to relate to the worker? The developmental attitude of the worker avoids some of these pitfalls.

Community development is interest in developing the ability of all people to meet and deal with their problems. It is just as interested in helping the banker as the ghetto dweller. There should be no difficulty identifying the client group since it is people. The only qualification for being involved in the community development process is being human. Community development is not interested in pitting group against group. It is interested in bringing groups together to develop those existing areas of common ground if at all possible.

Community development workers are involved in the total environment of the people with whom they work. Community development is not interested in any one segment of man's environment, though various segments are dealt with during the process. How different areas are attacked is of importance to the practice of community development.

III. Principles

Community development has developed a set of principles—accepted or professed rules of action or conduct. Some of the basic principles which guide the community development worker are:

1. Participation in public decision-making should be free and open to all interested persons.
2. Broad representation and increased breadth of perspective are conditions which are conducive of community development.
3. The use of the scientific method in the study of the community by the community.
4. The acceptance of understanding and consensus is the basis upon which social and technical change is made.
5. Any person has the right to be heard in open discussion whether in agreement or disagreement with the norms of society.

6. All people may participate in creating and recreating the social order of which they are a part.

These principles may be viewed as day-to-day guides to the community development worker. The worker must be willing to accept these principles to be successful in bringing them into his work in the community.

It may be very difficult to achieve a situation where participation in public decision-making is free and open to all interested persons. Frequently those people most concerned or directly affected by public decision-making are not involved. Many have witnessed youth programs being planned or programs for the aged being developed with no one under 30 or over 60 being present. There have been many hours of effort wasted by such activity. What happens when well-meaning citizens develop plans and projects for other people? If the programs are unsuccessful, it is difficult to bring the designers into the community arena a second time. Some target groups may be branded unresponsive, unappreciative, or as not knowing "what's good for them."

Many people feel that the only way to accomplish anything is to get a few people together who will work to "put over" whatever the project might be. This may and does work many times, however it also may lead to conflict over a period of time.

In some communities, people are denied access to the decision-making due to their race, creed, level of income, and for other reasons equally invalid. Many professional and lay people have little or no mobility up and down the social ladder. People tend to be most comfortable in association with people like themselves. This almost insures that habit patterns, stereotypes, prejudices, and norms will not be disturbed. It is the role and purpose of community development to open the decision-making process so than any who so desire may participate.

It can become a developmental experience for a group to give serious consideration to who will be affected by a community decision.

Although the decision-making process should be free and open to all concerned, people should also be free not to participate. The avenues should be kept open at all times. Once a group starts a process they tend to become a closed body. This is not conducive to a free flow of people and ideas into and out of the process. When a group comes together there seems to be a tendency to attempt to force conformity or consensus around one issue or idea. It is probably more feasible to encourage the introduction of many ideas and thoughts to the group in its early stages.

The principle of broadened representation and increased breadth of perspective, being conducive to community development has a major influence upon field practice.

A discussion of what representation is and is not can be never-ending. The one who can best represent an individual is that individual himself. It is obvious that community development is not going to physically involve all people for many reasons. It is therefore even more important that no viewpoint be excluded from the community development process. When a group is being formed, a

frequently expressed idea is let's contact all organizations in the community and ask them to send a representative. It is somehow usually overlooked that many people do not belong to any organizations. In many areas, a small percentage of the population furnishes the majority of membership in various organizations. Further, one cannot assume that an organization has a single point of view. It is highly probable that there are several points of view present in each organization. When people are asked to come representing a group, the process is usually slowed considerably. Members of the various organizations feel that they must protect the group which they represent and check with them before any action can be taken. It is perfectly valid to inform groups of the proposed action and encourage any interested individuals representing only themselves to become involved.

In the community development process, efforts must be made to inform as many people as possible through any media available. Radio, television, newspapers, etc. are public informational devices which are useful, but word should be carried informally that no credentials other than interest are necessary.

An increasing breadth of perspective is conducive to a meaningful community development process. When people discover that there may be many ways of viewing a situation other than their own, a re-examination of views can occur. This principle suggests that it is beneficial to human development to involve people in situations where there are many different viewpoints. This may be somewhat disconcerting, but no one has stated that community development is a process which makes people comfortable.

When people become aware of the divergence of views, some further understanding of behavior can occur. Many people do not understand why people behave or perform in certain ways different from their own. An understanding of the behavior of others can create appreciation for, if not agreement with, the actions of others.

An increasing breadth of perspective creates an opportunity for people to take another's point of view into account. This provides the community with the possibility to create a forum in which any and all points of view can be expressed without fear of ridicule or retaliation.

The use of the scientific method is preferred in the study of the community. This does not imply that the same methods used by a social scientist involved in a community study would be used by community development workers or citizens of the community. Community development workers hope to encourage and enable people to develop a scientific attitude in their approach to the community. The basic steps of the scientific method can be and are readily taught. The citizens of communities are interested in developing data for different reasons than are most social scientists. The citizens are concerned with discovering information that will help guide community decision-making. It is hoped that such data will improve the quality of community decision-making.

The use of the scientific method will, in all probability, never completely replace community folklore as a guide to community decision-making. Data and

factual information can serve only as a guide since development is value-laden and normative. Thus the combination of community values and data will determine in many cases the decisions which are made. Data and factual information can change values, but there is no such thing as a value-free community. Hopefully, community development can help people use more accurate data and more adequate information to feed into the mix called community.

The acceptance of understanding and consensus as the basis upon which social and technical change is made is preferred to pressure-group tactics and other authoritarian means of force.

In striving for understanding and consensus as a method for community development, one must be aware that perfect understanding and complete consensus are achieved only in the abstract. In community development, "consensus" is used instead of "majority." Majority implies fifty one percent while consensus implies general agreement. If absolute consensus were necessary before decisions could be made, few, if any, conclusions would be reached. The community development worker is interested in creating those situations where time is allowed for ample consideration, free and open discussion, and for questions to be asked about an issue before a decision is made. Acquiring a simple majority is not the purpose of community development!

Many different approaches and methods of coercion may work several times over a long period of time in starting and completing projects in a community. However, if effective involvement is not established so that residents make decisions they will eventually balk. Once a group of citizens have demanded and secured a voice in community decision-making, they are ready to start on the road to community development. Community development is a very efficient method of developing human ability and over a period of several years is a most efficient method of environmental development.

Any person has the right to be heard in open discussion whether in agreement or disagreement with the norms of society. Freedom of speech is vital to the community development philosophy in both the abstract and the every day practice of the profession.

In many communities, people have been taught that they are not supposed to be interested in various aspects of the community's life. Women are usually excluded from those sessions attempting to deal with economic development. In some communities, one must reach a certain age before he or she can speak in the halls of the community councils.

It has been observed that certain groups of people are not looked upon with favor when they rise to speak. Residents of public housing are asking for a voice in the government of their units. College students are asking that their wishes be taken into account. Various minority groups are asking for a voice in affairs of concern to them. These groups have a right to contribute to the discussion and decision-making process.

Community affairs of a public nature are usually enhanced when many points of view are brought to the forefront and examined. The community de-

velopment worker may spend considerable time in working with groups of people having conflicting viewpoints to encourage a discussion of differences and similarities in a free and open discussion. This does not insure agreement nor does it insure an increase in appreciation of the other views. Hopefully an interchange of ideas, positions, and reasons for those positions will lead to better understanding.

Major development efforts have been mounted on the premise that the power structure must be located, or the leadership must be involved, or the "right" people must be contacted. Many investigations have in fact created answers which the group hoped to find. *No person is without power or influence.* It is highly doubtful that there is such a being as an all powerful community power structure. It has been observed that determined, informed citizens can deal with entrenched political machines and other power groups with most startling results. Community development will make a much greater contribution if it concerns itself with the combined power of the many rather than the influence of the few who hold positions enabling them to punish and reward.

Community development holds that the practitioners of the profession must start with the people where they are. This implies that the start be made with the wants and desires of the people. Community development workers help people define wants and desires for themselves. The people do not study the environment and receive instructions as to what their wants should be. The term *want* is being used to substitute for the original use of the term *need.*

As Goodenough observes, the term *need* has fallen into such an ambiguous usage that its definition is doubtful. Other terms have been linked with it, such as felt need, real need, unfelt need, basic need and/or injected, created need. What is a need? There are certain human needs - food, shelter, etc. How these needs are met or fulfilled is culturally defined. Thus, people want to fulfill the same need with many various solutions, none of which is absolutely right or wrong.

The concept of need has opened up a whole area for manipulation. The present rush toward planning is a good example. It has been determined that orderly growth is desirable in most cases. To achieve orderly growth, planning is thought to be necessary. Citizens are informed that they need planning so that they can live in an ordered society. What happens in many cases is that the plan, once drawn, may be voted down, or if officially implemented, gleefully ignored. Did the citizens want planning or ordered development? In all probability they were not asked. It does little good to create structures such as local, city, county, or regional planning structures to meet the people's need if that need is not also a want. What in reality one needs is a method or way to achieve his wants or desires.[1]

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1. Adapted from Goodenough, Ward Hunt, *Cooperation In Change.* New York: Russell Sage Foundation, 1963.

The Practice of Theory

Community development has adopted, modified or developed various methods of work. These methods have been determined as having operational validity for community development. When these instruments are applied in the field situation the principles of community can become conditions of reality in the community.

The methods of community development discussed in this section are those which seem to be of major importance to the professional practitioner.[2] *They do not appear in any particular order of importance, nor is the discussion following each method intended as a complete narrative. Rather it is intended to present what should be the major focus of the method.*

I. Direct interaction with individuals and groups

It is basic to the profession that considerable amounts of time will be spent working with groups. How does one relate to a group so that the greatest amount of self-directing human development occurs? What functions should he perform or not perform? What conditions does he set forth as regulator of his relationship to the group?

The professional worker must be aware of himself in relation to the various groups and individuals with whom he relates. The more he becomes like the group in attitude, beliefs, and outlook, the less effective he tends to become. It is not the purpose of the community development worker to reinforce the present but to enable people to question the present. The input of the community development worker is that question, suggestion, or information that creates the realization that the situation can be different. The situation might be improved. The worker must, however, be in close enough step to the community drum that he can relate to various community groups over a period of time.

The community development worker will work with different groups having many varying and sometimes conflicting interests. It is the responsibility of the professional community development worker to remain a free man and not become the property of any vested interest group. This may become increasingly difficult as the worker remains in an area. Many workers tend to become comfortable over a period of time working with the same groups, organizations, and individuals. It becomes easier not to encourage the drawing in of new people with different ideas, attitudes, and concerns. It is particularly difficult to avoid being labeled a member of a certain group or clique when one resides in an area with his family. One guide for this situation might be to be welcome in all groups but belong to none.

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2. Many of the methods assume the ability to read and write on the part of community residents.

The community development worker does not make decisions for groups with which he is working as a professional. It is very easy to respond when the question is asked "What shall we do about this?." Seldom if ever is there a situation in which the community development worker cannot respond by pointing out two or more courses of action. One does not develop humans by making decisions for them. If the dependency relationship is avoided, the professional worker will be freer to express even his own personal feelings. His opinions and insights can be an added ingredient without being a dominant one. The worker should raise questions, insert ideas, present data and information, and challenge community folklore so that its validity is tested. He encourages people to examine variables which before had not been used in arriving at decisions. The community development worker "engages with" as opposed to "doing for."

No group, individuals, or interest is denied access to the community development process. Community development is equally interested in all individuals and in all groups. This is a fortunate situation for the community development worker, since he does not have to define or locate his audience. Workers should be most wary of identifying types of people or interest areas upon which to bestow their efforts. It is the role of the community development worker to encourage citizens of diverse points of view to discuss these differences in a creative manner rather than attempting to gore their opponents with the "right and proper" point of view. Workers should try to insure that all points of view are brought into open discussion. It is deadly to a community development process for apparent agreement to be achieved while leaving many opinions unexpressed. This situation may occur for expediency's sake.

CASE EXAMPLE 1

A group of citizens asked a community development worker to come to their city council meeting to discuss the problem they were having with the town's water system. The worker agreed and asked that the city council ask other members of the community to attend the meeting. A date was set and the necessary arrangements were made.

The evening of the meeting seventeen men and the community development worker arrived at the appointed time and place. The population of the town was 3,100. The mayor of the town chaired the meeting. He introduced the community development worker and explained the purpose of the meeting. A silence fell upon the group and all eyes turned to the worker in the expectation that answers would pour forth.

The community development worker asked that the water problem be explained so that he could understand what the situation was. The technical problem was silting of the lines. The human problem was that people did not want to pay for a new system.

The community development worker explained that he was no engineer but had worked with citizens on a variety of problems which were similar in

nature. The worker asked why people didn't want to pay for a new system. He was told of other interests which people had and of the lack of understanding the people had of various community problems. The community development worker asked if there were other problems besides the water problems. He was assured that there were. Throughout the discussion people who were not present were being mentioned, usually in the context of a community interest other than water (parks, jobs, housing, schools, etc.). The community development worker asked if these people were interested in the overall community and would the water problem and whatever solution devised affect them. Parks need water, as do houses and schools, was the reply. The community development worker asked if these people and other interested citizens should be asked to a conference to discuss the total community. This was agreed upon. Who should be asked was the next question put to the community development worker. Anyone who has a stake in community-wide decisions was the answer. "Even those people on welfare and those people who live by the bay should be included?" It was pointed out by the community development worker that all people have a stake in the community and that one of the principles of a democracy and community development is that no one is denied access to the decision-making process.

How could the people be notified? There was no community press or radio. Many people worked out of town. There were no central or community-wide organizations. It was decided that the schools and churches would send out notices. Each organization would be contacted and handbills would be delivered to each household.

How would the meeting be structured? The community development worker suggested an unstructured meeting and agreed to serve as a moderator until the group selected a leader.

When the first community-wide meeting was held, 69 people came. The mayor explained the purpose, stated that he was present to learn, and introduced the community development worker. The community development worker pointed out several different areas of concern that had been voiced by the people of the community and asked for other concerns. Several major concerns were listed by the people: water, communications, parks, highways and streets, schools, housing, and jobs.

After the listing of these concerns it was suggested that the group break into ten small buzz groups to discuss the various concerns that had been brought before the group. After thirty minutes of buzz group discussion it was obvious from the intense conversation that considerable interest had been created. When the group re-convened after a break the major concerns were ranked in the following order: 1. communications; 2. parks; 3. housing; 4. no overall organizations; 5. water; 6. schools; and 7. jobs. Since the hour was then very late, the group decided to have another meeting the next week.

Between the two meetings, the community development worker was in the community talking to many individuals and groups, pointing out what a good

start had been made and what benefits could come from such a process. It was stressed that the worker had only a process that people could use if they so desired and that the worker had no preconceived program to push.

At the second community-wide meeting 72 people came. The events of the previous meeting were reviewed since some of the 72 had not attended the first meeting. The group discussed the various concerns and agreed that they were the most important issues facing the community.

It was pointed out by the community development worker how each of the concerns was related to others and that one could not be concentrated upon without affecting the total community. How to approach the various concerns was discussed. It was suggested by the worker that people work on those areas in which they were most interested, and that a representative from each interest group meet together as a steering or coordinating committee. The people agreed that this was a workable procedure. Many people were interested but knew little about the various matters from a technical standpoint. It was pointed out by the worker that resource people could be secured to relate to the various groups. The people asked the community development worker if he could work with each group. The worker pointed out his obligations to many communities and offered to arrange training sessions for each of the groups so that they could act as study-action groups. The worker also offered to work with the steering committee to help them find resource people if they so desired. The worker also arranged to be in the community a few hours each week to encourage people and help them locate various sources of data and other resources.

The interest groups started by securing information and data about their present situation. These data were shared with as many people as possible. One of the most active groups was the one concerned with community communications. A weekly newspaper was established and distributed to all households. This was a new profit-making enterprise. Other results appeared. A park was established, streets and highways improvements are in progress, an overall community organization has been developed, housing has been improved, the quality and number of jobs has been increased. The water system has been reconditioned.

Not only are projects undertaken of major importance, but also 250 people have been actively involved in creating an improved environment. Due to these processes of study, planning, and action, these people have become more competent in dealing with their environment in a democratic manner.

II. Community self-surveys

The community self-survey or the community opinion survey has been used extensively by many communities. In some communities such a method has almost become commonplace. It is also probably one of the most mis-used instruments. It would appear that some communities have developed a conditioned response "we have a problem - lets do a survey."

Before a survey can be of greatest benefit one needs to understand why a community self-survey is used, what contributions it can make, and what its limitations are.

One of the strongest recommendations for using a self-survey is that it allows and even encourages people to think about the area in which they reside. Further it encourages large numbers of people to make known their ideas, concerns, and to express what they like and dislike about their area. It can be used as an informal election tool by encouraging people to express their preference or belief regarding who they feel has been effective in causing improvements to occur or in blocking improvements. (Improvements is normative and is likely to be different for various people.)

The community survey is not necessarily a fact-gathering device in the usual sense. It is an attitude-gathering device since it measures what people think to be true. The attitudes and reality may or may not be related, according to the "clear eye" of the trained observer. People act on what they hold to be true. What is reality has little importance if it is not regarded as truth when people are formulating plans. Reality will, of course, effect the outcome of planning.

The community development worker is not usually interested in sampling procedures to the same extent as a person engaged in a formal study of the community. The community development worker is more likely to be concerned with as wide a distribution of the survey as possible. He is concerned that all the various viewpoints of the community have an opportunity to be expressed. The sampling or distribution procedure would probably be stated as every third household, or every fifth person, etc. In some communities each household has had an opportunity to express itself. The community development worker is more interested in involving as many people as possible than he is in having an exact statistical sample.

Many organizations have developed a so-called "standard" survey form. These are of little benefit to a community (which is the reason for one not being included here). Their major contribution is as an example. A survey should be developed by the people of the community who are going to use the survey. It is well to use the "standard" forms as guides, as it is well to use the advice and consultation of someone competent in survey construction, but the final form should be a creature of the community.

In survey construction it is most important to structure the questions in such a manner that a pre-determined answer is not demanded. The results from a question such as "Are you in favor of good schools?" are of questionable validity. Questions requiring technical competence of particular subject matter should not be included.

The purpose of using a community self-survey is to provide large numbers of people with an opportunity to state their true opinion in such a manner that the opinion and the giver of the specific opinion cannot be related. It provides the opportunity for the respondent to think about the community in its present condition, about what it has been in the past, and about what he wishes it to be

in the future. It is an excellent device to teach large numbers of people a method of social science research on a low but meaningful level of sophistication. It can provide people interested in community work with information about what people care about, what they are concerned about, and what they would like to see stay the same or change. It reveals who they feel are capable of making these improvements.

One of the major results of a community survey can be that large numbers or high percentages of the area's citizens are aroused and thinking about their community. The survey can furnish the community with a clear picture of various attitudes held regarding the community. It can point out in many cases what people want to improve and to what extent they will support such improvements.

A community survey can have many long-range effects. In some cases, areas of concern have been identified that communities have tackled over a period of ten to twelve years. Areas have been transformed to a major extent socially, economically, physically, and politically. It has also been recorded that some communities have benefited little from community surveys.

Case Example 2 concerns a community which has compiled a community self-survey and is now in the process of developing programs based on the data developed by the survey.

CASE EXAMPLE 2

In February, 1968, the community development worker was contacted by a group of citizens requesting help in developing and carrying out a community survey. The citizens' group had developed an outline of what they wanted to cover, and from a standard form used as a guide, had developed a series of questions.

The community development worker questioned the group at some length regarding the purpose of the survey. This was done to help the group define their objectives and to insure that all group members knew the purpose of the survey. Possible results, problems, work load, structure, and community relations of a general nature were discussed with the group. The community development worker agreed to review the survey form and to make suggestions for improvement. In the meantime, on the suggestion of the worker, the group was to contact every organized group in the community to inform them of the proposed survey and to solicit both questions and interested people to expand the original group. These people were invited as citizens, not as representatives of any group. The various news media were contacted and carried news releases concerning the survey. The survey was announced from pulpit, classroom, and barroom. The need for more ideas and participants was stressed in all releases and announcements.[3]

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3. This emphasis on the need for more participants and ideas was a continuing process.

When the community development worker met the group the second time to review the survey form, several new areas of interest had been expressed and new questions submitted by citizens from within the community and from the farming area surrounding the town.

The group was in the process of constant expansion, thus at each meeting previous actions and decisions were reviewed. The review was beneficial to the total group as it provided a means to mark progress and to keep clear the current situation for all concerned.

After all questions had been submitted, the group began to form into task groups. The major groups were: 1) designing and publishing the survey, 2) developing and carrying out a dispersal and retrieval system, 3) tabulation and publishing the results, and 4) information and action.

The designing and publication task group and the community development worker reviewed all questions. Attempts were made to clarify those which were unclear. Leading questions were changed. The total form was reviewed for ease in tabulation (at the strong suggestion of the community development worker). As many questions as possible were phrased so that an objective response was needed, however some 23 questions were of a narrative and open-ended type. This increased the difficulty of the tabulation, but enhanced the quality of the responses and long range benefits. Respondents were encouraged to make any additional comments they so desired on the back of the survey.

Funds were secured from a local utility for the publishing of the survey. The survey was published and assembled by the first of November, less than nine months after the initial contact with the community development worker.

The community development worker acted as consultant to the task group completing arrangements for distribution and pick-up of the survey. The decision had been made to distribute a survey to each household on a Monday evening and pick them up the following Thursday evening. The town and surrounding rural area were divided into blocks of approximately forty houses. A leader and four to eight assistants were assigned to each block. This provided a small enough unit for each worker so that call-backs could be made to residences if people were not at home when the original call was made. It also provided an opportunity for large numbers of people to be included in the actual work of carrying out the survey as well as building the pool of people interested in the results of the survey.

The senior class of the local high school was also asked to respond to the survey since several people were interested in the opinions of youth as a group. It should also be noted that high school age people were involved throughout the survey process.

1,943 survey forms were delivered and over 1,600 were picked up. An additional 135 were dropped in boxes set up in stores and post offices over the area.

Each survey respondent was furnished a blank envelope in which to place and seal his completed survey. When the worker arrived to retrieve the survey the respondent could place his survey in a sealed box, thereby insuring the

secrecy of the response.

Each survey had a cover page explaining the purpose of the survey and an explanation that it would be tabulated under the supervision of personnel from the state university. (The community development worker was employed by the university).

When the surveys were picked up, the task group decided to wait until after Christmas to undertake the tabulation of the survey.

The tabulation and publishing group and the community development worker had considered many different methods of tabulation. It had been decided that the most beneficial method to the community would be for the community residents to hand-tabulate the results. It was felt that this method would be more meaningful to the community. This is not a sophisticated method, but one which results in action programs.

The school cafeteria was made available so that tables could be used in the tabulation. The task group informed the community of the need for 80-90 people to tabulate the results on two consecutive nights. Over eighty people of all ages, occupations, races, and socio-economic levels responded, arriving at 7:00 and leaving between 11:00 and 12:00 both nights. The spirit, conversation, and citizen reaction to the reading of the results affirmed the value of the choice of tabulation methods. The community development worker explained the procedure each evening and acted as interpreter and tabulating supervisor.

The task group then structured the tabulated results into publishable form and had 1,200 copies printed for distribution.[4]

The information task group and the community development worker completed plans for the first community-wide information meeting in February, 1969, almost one year after starting.

Over two hundred people attended the first meeting and many questions were asked concerning where do we go from here. Several study-action groups began to operate in the community.

About 350 different people were involved in the planning, carrying out, and tabulation of the survey. Each stage of a community survey can be meaningful or almost worthless. The community development worker has a major role in helping people think through the purposes, methods, outcomes, and ways the results of such a survey can be used.

III. Community self-studies

In many cases, a community self-study will grow out of people expressing several different concerns. This is almost to be expected unless a state of crisis

4. Within two weeks of the original tabulations, results could be observed from the survey. The city council and the school board both took action based on survey replies.

exists within the community. Several different methods may be used in establishing these various areas of concern. (A community self-survey is one method.) These concerns may be in areas such as education, race relations, health and social services, job development, utilities, and government structure and services. Such areas of concern are complex and have many different facets. In all probability, major areas of community life will require considerable study and planning before a group can arrive at a plan acceptable to the people for community action in the area of concern.

In the past, some programs brought a pre-determined number or types of committees to the community. This practice has been largely dropped by community development workers in favor of selecting committees or study groups on the basis of interest. It is commonly thought in many communities that it is necessary to put people who are "experts" or highly informed in a professional sense on committees in which they have particular skill, i.e., putting all the doctors on the medical committee, all the teachers on the education committee, etc. Other methods may be more effective in getting the non-professional viewpoint of quality of service and institutions.

In developing a community self-study, it is important to build in the implementation as a continuous process rather than as a separate stage of the process. This provides a sense of importance for the study process so that results can be more obvious.

A community self-study has the potential to do in-depth investigation of one or several areas of community life. Complex situations can be dealt with by citizens in a systematic manner. People tend to be baffled at the maze of community and regional relationships. The self-study can and does point out that if one phase of the community is altered many different segments of the environment are influenced.

The community self-study can, and, if properly carried out, does deal to a major degree with data of a verifiable nature. The study group will want to compare the existing information relating to a problem area to determine if there are sufficient data on which to base sound decision-making. If not, the group must deal in the area of developing data. If sufficient data are not available, the group will be led into the area of research, of which many of them have very little knowledge. When people begin to develop and discover information about themselves and their community they tend to act upon that information. People tend to trust data they helped develop. It is therefore important that they understand the basic tools and stages of scientific investigation.

Development of data by citizens of a community means that much of the myth and folklore is brought into question. What is considered valid can be retained and that judged invalid can be discarded. The use of the community self-study using the scientific method has the potential of providing a group of people with a much sounder base on which to make community decisions.

Case Example 3 concerns a community self-study begun in late 1967.

CASE EXAMPLE 3

The community development worker had been relating to several groups concerned with industrial development and the type of training people needed to secure and maintain employment. Many people had developed an interest in a two-year community college which would have heavy emphasis upon vocational education for the retraining of adults as well as the training of recent high school graduates. Other people felt the need for a college, but thought the emphasis should be on the traditional transfer college credit program. A large group of people felt that the two-year college was not needed, but that the high schools should upgrade their vocational programs.

Educational leaders called an area meeting to discuss the idea of establishing a junior or community college. At this meeting, some two hundred and fifty people attended from the various school districts concerned. After considerable conversation, charges, and counter-charges, it was suggested that a committee be formed to look into the matter. A nine-man study committee was elected. Each of the four counties involved elected two members in caucus to represent them. The general chairman of the meeting was asked by the group to chair the study effort.

The study committee upon meeting decided to invite the community development worker into the process. The worker agreed provided that the group was interested in developing a report that was factual in nature and based upon data collected by the group.

The community development worker stressed in early meetings the need for setting up a systematic procedure for collecting the data to be used.

The study group was faced with the job of developing a complete proposal. What was the potential study body? Was there enough student interest? If there was, in what areas was this interest? How much would such an institution cost? How could it be paid for? What should it offer? How would a college affect the area? Who would control the college? These and other questions needed answers based upon facts.

The committee contacted established community colleges for information concerning cost per student, staff needs, and variety of curriculum. Bonding companies were asked to furnish cost figures. Nationally known consultants were brought in to discuss with the committee local and state education space requirements and expansion factors. Legal advice was needed to determine if a transportation scheme was legal.

A survey was developed with the help of the state university and the state Department of Education to determine the degree and types of interest. Other minor investigations were necessary continually.

The community development worker fulfilled many committee needs. He helped find resource data and resource persons. He continually asked what else the public would want to know about such an institution. He helped in setting up a total study effort and served as a research procedure consultant. At times, he challenged conclusions when they were based on what the committee wanted

to be true rather than what the data indicated.

The results of the committee work were wide-ranging. A tremendous amount of data was collected concerning the educational system in the area which was diffused into the various school districts. Many school boards for the first time had hard data to guide decision-making. This led to complete reorganization in some areas.

There is no community college in the area. Why? There was student interest and the college could be paid for. It was determined that a college was needed, however secondary education was of extremely low quality in providing education for the non-college bound student. The citizens decided that this need should have first priority.

The committee published a lengthy report and distributed more than 1,000 copies throughout the area.

One of the greatest results of the study was that a large group of people who worked with the study committee learned how to set up and carry out action research projects to determine action for their area. This is the development of human ability which community development stresses. The community development worker is no longer assigned to that area. In 1969 the committee (on their initiative) began the process of bringing the study up to date to determine if a community college is feasible at this time.

IV. Group discussion and decision-making workshops

As the community development worker begins recording various interest areas and people who show interest, patterns of concern may develop. Descriptions of areas of concern would include the intensity of the interest, whether it is broad-based, if professionals in that particular field are concerned, and what information people have concerning their interest.

The community development worker can investigate to determine what has been done in the area previously. He can find contributing factors and pinpoint people and groups who have similar concerns. If enough interest is shown these people and groups may be brought together to consider their mutual interests in depth.

There are advantages and disadvantages of using the workshop approach to problems. In many cases, people come into such sessions with a charge (perhaps a self-imposed charge) of representing a group or segment of society that they feel must be protected or defended. It may be necessary to search for a common area of agreement or concern with which the workshop members can identify.

Decision-making workshops can be a forum through which diverse elements of the community may interact concerning particular problems of development in the unit of society with which they are interested. This allows for face-to-face discussion of issues in a developmental sense rather than from the framework of conflict.

The workshop atmosphere permits and encourages a frankness that is difficult to develop in most situations through which humans interact. Most social situations encourage the playing of social games which for the most part are meaningless exercises in tact. The workshop can be a setting through which these social barriers to meaningful interaction can be stripped away and the situation viewed through the eye of reality. Issues can be discussed and dealt with in such a manner that a decision is made based on both increased understanding and information. Case Example 4 describes procedures concerning one workshop.

CASE EXAMPLE 4

A community development worker assigned to a multi-county rural area in the midwest became aware of interest and concern regarding the schools of the area. As he began to probe and listen to what people were saying in discussion groups, coffee house conversations, and professional education meetings, all seemed to be expressing a concern over the problems youth were having in regard to finding suitable employment after graduation from high school.

It was evident that the concern was area-wide and was very intense.

A steering committee was formed by persons representing various aspects of the problem to organize the various activities related to determining what was the best way to proceed. The steering committee was able to determine that there was a general lack of knowledge about why this condition existed as well as what could be done to change the situation.

A meeting was planned to investigate these concerns, particularly why the situation existed and possible procedures which could alleviate the situation. A necessary ingredient in this effort was agency and inter-agency cooperation. This cooperation had not been prevalent in the area. The full-day meeting was set up to involve the interested people and agency personnel. Those attending had the opportunity to ask questions and hold discussion groups in the morning. In the afternoon, possible alternatives were presented and discussed.

Some decisions were made by the group. The difficulty of high school graduates in getting employment was area-wide. Some action should be taken to start an investigation into how the situation could be remedied. A study committee was formed to explore the possibilities of improving and expanding the vocational and technical opportunities for the young people of the area. This committee was to report at a later date to the group.

The study committee met several times with area citizens and professionals in the educational agencies concerning the problem. They determined that an area vocational school seemed the most logical approach toward solving the problem. In order to have a large enough tax base for such a facility, all the school districts in four counties and parts of three other counties would have to cooperate. (The geographical area was later reduced to five counties.)They proposed a workshop to gather interested persons and groups for discussion and decision-making regarding this problem.

Wide publicity was given concerning the workshop and the proposals of

the study committee. Interested citizens discussed, altered, and approved a proposal to establish an area vocational school. The workshop participants asked the study committee to become an action group to carry out the recommendations and conclusions reached. After much effort, a vocational school is functioning in the area.

The role of the community development worker in this activity was primarily that of an enabler. Through his observation of interest in this area he was able to bring together people with a mutual interest to discuss and work out an acceptable solution. He did not lead them into a pre-conceived solution, but created an arena for decision-making and action.

V. Use of resource people

Community development professionals do not in most cases have answers to specific community problems. Nor should they be expected to have "the" answers.

As a community development professional and the people of a community go through the process of community development, questions will be asked, problems will be raised, and new problems will be created. The people may or may not know the solutions or they may not be satisified with the answers they have devised or always used. In these situations, the community development professional can introduce resource persons for use by the community in finding new and/or different solutions.

The introduction of the professionally trained resource person can create as many problems as it solves. If the resource person is not familiar with community development procedure and purpose he may not interact with the people in such a manner that is conducive to community self-study and community decision-making. He may give one solution which he feels is correct and may omit other solutions for community consideration which would be more applicable to that particular community. If there is only one alternative, and it is rejected, the process of investigation comes to a standstill.

The community development worker needs to be aware that professional training rarely produces people-oriented specialists. From the training the specialist receives, this orientation is not surprising. It may, in fact, be expected. His training is probably directed at projects and programs rather than the underlying "people problems" that may have created the problems with which the projects are concerned. The trained resource person has a vast potential for helping to upgrade man's life. He may know how to grow better crops, organize larger demonstrations, plan towns, prevent and cure many diseases. He may know how to build water works, roads, and schools, but in many cases he does not know how to engage with people in such a manner that they will accept and then use these improvements or even want them. In some cases, outright rejection of both specialist and the community development worker could and has occurred. In most cases, the professionals from the various fields of endeavor are shocked,

amazed, and sometimes even angered when people do not accept the use of improvements designed "for their own good."

There have been many costly, well done master plans drawn by highly competent planners for numerous towns and cities which are now collecting dust on some shelf because the people would not accept the plan after it had been drawn.

It is a fact that our technical knowledge is far ahead of our usage of the technical. Does it not seem logical that there is a human interaction problem involved in the non-acceptance and non-usage of new knowledge?

It becomes the task of the community development professional to interact with the specialist to teach him the method of work used in community development. The community development professional can create an understanding that professional efforts to help people has a greater probability of success if they take into account the people, their aspirations, their culture, their educational and economic levels. The resource person needs to be aware that people are involved, and needs to know how to interact with the people in the community in the discussions of their problems in a way constant with community development principles of involvement and of the final decision being made by the people from several possibilities.

It is valid and necessary to assume that resource people are an important part of community development. How they are used and when they are used are highly sensitive areas in relationship to benefit gained. A parade of knowledgeable people giving forth information that is unwanted or mis-timed may be of little apparent value.

Community development professionals are not a little of this or a little of that. They are not agriculturists, engineers, social workers, school masters. They are community development professionals versed in the profession and are practitioners of the profession. On the other hand, one cannot expect the skilled outside resource person to be trained in community development or know the techniques of working with people. By working together, a significant impact can be made.

Case Example 5 shows the different reactions of two resource persons.

CASE EXAMPLE 5

Two communities within twenty miles of each other are very similar in social and economic makeup. Both decided to develop planning programs. Both hired professional planning consultants. Both were working at the same time with the area community development agent.

Town A spent some time with citizens working together to determine what they wanted. They asked what did they want their town to be. The citizens were able to say to the planner, this is what we want to be—how can you help us plan to achieve this desired state. Planning was viewed as a continuous process under citizen control.

Town B hired a consultant and charged him with the responsibility of telling

them what they should be. Very quickly the plan became the consultant's plan. The town council was not committed nor was the planning commission. The citizens of the town knew that a planner had been hired if they read the local newspaper closely.

The results are predictable. Town A has an active planning program. Town B has a book that meets federal requirements for receiving federal monies.

In Town A both the community development worker and the planning consultant knew the importance of in-depth citizen involvement and worked to achieve it. Working groups were set up in various areas of community concern, being aware that their actions would affect the whole community. It should be pointed out that the initial stages of plan development took almost two years. Citizens knew what planning was all about and became committed because they were involved in the development of the plan.

In Town B the community development worker was unable to interact with the citizens in such a manner that they formulated goals or developed a working relationship with the planning consultant. The planning consultant was not at all convinced that citizen participation was necessary or desirable. A very sound plan was developed from a technical point of view. The plan was approved by the town council. The planner was paid. The plan was filed in a cabinet. Its major use is to meet various program requirements of a plan being in effect. The failure of the community development worker and the planner to effectively work together with the citizens put the long-range effects of the planning effort in a precarious position.

VI. Use of resources other than people

A multitude of programs have been devised by various agencies, both private and public, which have an effect upon community activity and thus have an effect upon the efforts of community development professionals. There are many ways of working with or relating to them.

The professional community development worker does not go about searching for communities which are interested in specific agency programs to implement because the programs are "good" or because the money is available and "they may as well get their cut." Among examples of this attitude and possibile results are medical clinics in small communities standing empty because no doctor can be secured to set up practice in that particular locale. There are half-used hospitals built with Hill-Burton funds which are not paying their way. Elementary schools have been built in the face of a rapidly declining population and have become a tremendous tax burden on the community. The community development worker may engage with a community in a variety of ways to help people discover what problems exist and how to develop plans to make their environment a more desirable place to live. If a program from a private, state, federal, or local agency can be of benefit to a community-identified problem and solution, then by all means the resources of the program should be used. It is not the

business of the community development worker to hustle the programs of any organization (not even the programs of the agency by which he is employed) unless the program or programs under question have been named as beneficial by those people affected by the programs.

The community development professional has a role in making people aware that certain programs are available for their consideration. One difficult problem in dealing with various programs is that they tend to be governed by inflexible rules, guidelines, eligibility regulations and are usually designed to deal with a rather small segment of the community. Thus, the professional community development worker may serve in a role of helping people discover ways of fitting various programs into the community problem-solving process. One highly important method of assisting people in their relationship to local, state, and federal bureaucracies is helping people to secure a face-to-face relationship with agency personnel. This makes it somewhat more difficult for the guideline-oriented agency representative to hide in the maze of regulations that have been created in many cases for the convenience of the agency rather than the people the agency is charged with serving.

The ideal program is one that has flexible funds and guidelines and requires in-depth study and program development on the part of local people. Communities may decide in a logical way what they want, what their needs are, and base decisions on data and information.

Case Example 6 illustrates how a community development worker and community citizens can relate to programs in a creative manner.

CASE EXAMPLE 6

The community development worker had been relating to area citizens for some time and had established a working rapport. At this time, the Economic Development Administration announced that several counties in the worker's assigned area were eligible to become designated for aid if they so desired. The administrative unit of the local county government had to request designation and an Overall Economic Development Plan (O.E.D.P.) had to be submitted.

The administrative units (the county courts composed of elected judges) of the area requested information and the community development worker met with the court members and explained the basic elements of the program. He further suggested that the court sponsor an open meeting and invite a representative of the Economic Development Administration to explain the program to those citizens who wished to attend. It was pointed out to the court members that citizens would have to develop the Overall Economic Development Plan (if they decided to submit one) and that they should be involved in the decision-making surrounding the program.

A meeting was arranged by one county court and many people were contacted by letter, phone call, mass media, and public announcement in all the county and local organizations. The meeting was well attended both in number

and diversity of participants. The E.D.A. representative explained the requirements of the program and the possible benefits. He did not try to sell the program, but to present it in a factual manner. The community development worker presented a study method which could be employed in developing O.E.D.P., if they so desired. The worker did not try to sell the program or method, but presented the method as one possible approach.

There was considerable discussion and the decision was made to pursue the program. Those in attendance asked the county court to request designation and they agreed to act as a steering group to develop an O.E.D.P.

Several organizational meetings were held to decide what should be included in the O.E.D.P. It was decided that the more extensive the study, the better the plan would be. Special study committees were established in the following areas:

Medical and health	Public service	Wholesale business
Government-city	Retail service	Credit availability
Government-county	Public utilities	Housing
Agriculture	Labor supply	Recreation
Transportation	Industry	Education

These study groups were coordinated by a committee of the steering committee. There was a constant effort on the part of an information committee to keep the public informed.

The immediate visible result of this effort was an O.E.D.P. produced by the steering committee which was approved by the Economic Development Administration. The county was designated as eligible for aid. It also became evident throughout the process that a gradual change in attitude was taking place. A prevailing attitude of meeting requirements to secure a program changed to an intense interest in overall development. Many of the study groups became action groups. The study groups remained open-ended and anyone who was interested in that particular activity could and was encouraged to become involved.

The relationship of the community development worker to the study groups was one of helping them secure specialists in the areas in which the various groups were working. He also served as a resource person on how to go about carrying out a study or action research program. The greatest benefit of the activity was the enthusiasm it generated in over 200 citizens to become involved and to push for community improvements. Among the activities which have evolved as a result of this enthusiasm are housing programs, major education system revisions, and an industrial development program.

VII. Presentation of data and information

The feeding of data and information should be accomplished in such a manner that the quality of group decisions will be enhanced. The data and information must be inserted into the ongoing process in such a manner as not to impair the process of search and discovery by the group. The form and timing of data presentation are of concern to the community development worker.

If data are presented in such a manner that certain decisions are forced or discussion stifled and other alternatives overlooked, then the principles of community development have been violated. This can happen both knowingly and unknowingly.

If there is more than one position surrounding an issue, the community development worker must be willing to discuss all points and present the facts as he can best determine them, leaving the decision-making to the person or groups with which he is interacting.

The professional community development worker has an obligation to introduce the data and information involved in a discussion and explanation of the community development process. The creation of an understanding of the process and the principles from which the process has been developed is an important phase of the professional's obligation to the members of the community.

Available sources of data and information are not necessarily known by the audience group. These may be rather simple sources, such as government data books, census materials, etc. The community development worker can serve an important function by supplying information about sources of data as well as instructions regarding handling data and developing it into usable form.

The community development worker must be willing to make data and information available to groups for and against various issues. His data, time, and information must be mutually obtainable. This may also provide him with the opportunity of bringing the groups into face-to-face conferences based on data and facts rather than past feuds and automatic reactions.

Data and information should be handled so that it is interjected to enhance the study-action process in a meaningful manner.

Case Example 7 shows how a community development worker inserted data and information into an emotion-laden community situation.

CASE EXAMPLE 7

The community development worker was aware of considerable concern about the quality of education provided by several school systems in his assigned area. He was further aware that many (if not most) school issues had generated considerable controversy usually based on opinions which had little basis in fact.

The tax base of the area had not been expanding, thus to pay for the rising costs of education, the tax rate had been steadily increasing over the past several years. The community was faced with a choice of much higher taxes or a lower quality of education. There was further concern that students not going to college were being ill-prepared to go into the job market.

The citizens felt that something had to be done.

The community development worker had been gathering considerable information concerning school financing such as the tax base and rates necessary to produce certain levels of revenue. Building cost figures were assembled. The cost of vocational education was explored. Population data were assembled and prepared in meaningful form such as charts, tables, and graphs.

These data and information were given by the worker to school boards, parent-teacher organizations, and school administrators for their consideration. The worker noted that several systems in his area were faced with similar problems. He further suggested that it might be well to talk to each other to work out arrangements to share facilities and specialized services. The worker helped secure the information on how to go about this cooperative effort in a legal manner.

An outgrowth of these discussions was a proposal to merge or consolidate some of the districts.

The community development worker became aware that several of the smaller rural districts around the urban fringe were planning to consolidate so they would not be taken in by a larger urban district. The worker asked if the proposed plan provided a large enough tax base, what were the population trends of the area, would the plan furnish the quality of education needed for both the college-bound and those students not going to college. By this series of questions, the worker was able to create the desire for information and relevant data.

The various school districts of the area began to review data and information furnished them as well as that which they had developed. Consultants were brought into the area to discuss various alternative arrangements. Over a two-year period discussions, hearings, arguments, and meetings were held. The community development worker constantly fed into this process information, meaningful data and resource people who were specialists in their field.

The outcome was not perfect by anyone's judgment, but, with one exception, the various districts voted themselves into one district. Attendance centers remained similar to previous district schools and some specialized services such as high quality vocational education were shared.

The community development worker had served as challenger of folklore and generalized opinion that was not based on fact or that misrepresented the facts. This effort sometimes placed the community development worker in the thick of community controversy. A major role of the worker was that of furnishing data, information, and sources of specialized help. As long as the worker deals with data and information which is factual as he can best determine fact, he is obligated to furnish such to the community no matter how controversial the situation may be.

VIII. Creation of organization

A cardinal rule or principle of community development activity should be that one does not create organization before he knows what the problem is. The organization formed should grow out of the function it is going to serve. Functional problems are not necessarily solved by organizational solutions.

A highly structured community development organization is not a pre-requisite for community development. A group does not need to have officers, by-laws, etc., to be a functioning group. On record are some community forums which have existed over a period of years with little or no organization. At each

meeting, the date and place are set for the next meeting. These may vary by days, weeks, or months

The community development worker does lead with ideas and makes suggestions which are organizational in nature. He makes his suggestions in view of what has been identified as areas of interest by the people and according to his professional principles.

The creation of organization, and its pros and cons, have been given considerable attention in the literature and in workshops and conferences. There seems to be an argument that organization or structure is either good or bad. It would seem that this type of argument has missed the mark. More significant discussion may center upon how such organizations or structures are developed in light of community development principles. It is apparent that some type of organization is necessary to carry out a long range study, planning and action program in a community or area.

Because a type of organization has worked in one area does not mean that it is a valid organization elsewhere. It may be but, one of the pitfalls a community development worker must avoid is an organizational set. In field operations, it is possible to become comfortable with one approach and take or develop the attitude that this is the way one goes about doing community development. This attitude is likely to have results that are not necessarily desirable for either the worker or the community.

In the creation of organization for community development work, it is most important to realize that there are different types of organization. Two major types are the organization of the agency that sponsors the worker and those developed by the worker to carry out community development at the local level. Case Example 8 is concerned with how a worker proceeded in one area.

CASE EXAMPLE 8

The community development worker was aware that one of the communities with which he was relating was torn by factions and considerable mistrust. All of the various groups expressed to the worker a desire to improve the community, but felt that their efforts would be blocked by other factions. The worker expressed interest in these attitudes and challenged the assumptions by questions such as are you sure other people are not interested? Have you talked to them?

The community development worker suggested that a community forum be created. Initial wariness of the idea was overcome with the explanation that a forum could be used to talk about what various groups were interested in, and no commitment was called for unless the participants agreed. The forum was also presented as a place to test ideas, attitudes, and community concerns. The people decided to attempt a community forum.

The community was made aware of the forum meeting by mass media, meetings of organizations, word-of-mouth, and hand-out materials. The meeting was held in a location considered neutral by the community residents.

The community development worker opened the meeting by pointing out

that all of the people present had expressed interest in their community, felt that some changes needed to be made, and thought it might be well to discuss these various interest areas. It was obvious that the group was split into several camps. The first question asked was if the community development worker was going to serve as chairman, and who would be the secretary of the group. The worker pointed out that there was really no need for a chairman, that a discussion leader would suffice. He suggested that each person could keep his own record for later referral and that a secretary for the group was not necessary. Considerable discussion was centered on the idea of no chairman or official structure, such as by-laws, etc. When the worker asked why the group thought a structure necessary, no one had a definite answer except "it's the way we always do things." The community development worker asked if they were satisfied with the way things had been going in the community. Most of those present were not satisfied. The worker asked if they thought that the way they had organized themselves might be a part of the problem in the community. He pointed out there was no need for an organization unless it had a function. When asked how a group could function without organization, the worker suggested that the group could create the setting and see for themselves how it might work. They agreed.

The worker asked that those present list the major concerns they had about their community. A long list of concerns was compiled. At this point it had grown quite late in the evening and several people suggested that they adjourn and come back next week.

At the second session, the list of concerns was again presented to the group. The worker suggested that those present break into several small groups to discuss which of the concerns were the most important. A simple numbering off system was used to insure a mixture of age, sex, interest, and community factions in each group. After an hour of discussion most groups felt they were ready to report. The general field of recreation was determined to be the area in which most people were vitally interested. The specific interest areas were recreation for the young, family recreation, recreation for the elderly, or specific projects such as swimming pools, parks, and ball fields of various types.

Two more community forum meetings were held in which the general area of recreation was discussed. The feeling began to develop that some action should be taken. The worker recognized a general confusion concerning how to instigate action and suggested that a recreation specialist could be secured to discuss their interest with them.

The recreation specialist met with the group and suggested that the city might form a park and recreation board which would be not only an action group, but also a legal group which could handle funds, make contracts, etc. The board could also look into the recreation situation in greater detail and make recommendations to the city council and the citizens. He strongly urged that those interested in recreation be appointed to the park board, and that a mixture in regard to age, sex, and interests be included. These recommendations were carried out.

What happened to the community forum? It continued to function as an arena in which the people could discuss their ideas and differences and create the interest necessary for action programs. The major role the forum played was in helping citizens identify the various functions they desired to perform. The forum provided them the opportunity to organize around specific functions and to create the type of structure best suited to fulfill the needs of that function. By not organizing in a traditional manner, flexibility was retained by the community to design organizations best suited to meet their desires.

IX. Group participation and group selection

The community development process is open to anyone in a community who wishes to participate. If community development is going to be based on an ideal of a participatory democracy it must be an open process.

It is *not* the business of community development personnel to go about selecting leaders or identifying "power structure" members with whom to work. Leaders, members of the elite, and powerful members of the community are welcome, but not to the exclusion of other segments of society. The foregoing is true regardless of the groups which may be excluded—rich, poor, and other social, economic, ethnic, or other divisions of society.

A community development worker's obligation is to relate to communities in such a manner that the activity of decision-making becomes an open forum. Thus, everyone can express themselves if they so desire. This expression of opinion, belief or desire may take several forms, from filling out a survey form which is open-ended and encourages expression to stating a position in a community meeting. One of the primary roles of the community development worker is the creation of arenas in which people can express themselves and have an impact upon decisions which have an effect upon their well-being.

Volumes have been written concerning where the leadership is and how to identify it. This is useless activity for the community development worker. If a group of people is interested and concerned about their community, they are the focal point for the community development worker. He may, and probably should attempt to broaden this base to include as many elements of the community as possible. Out of these groups, leadership will emerge or can be developed. Prior credentials or position in the community are not necessary to lead in community development effort. It is not the purpose of community development to identify or enforce the present leadership structure in the community. Neither is the purpose of community development worker to set out to upset or destroy the present leadership structure in the community.

Changes in leadership may occur due to the community development process. These changes can take several forms. Established leaders may change attitudes and patterns of behavior. Established leadership might be replaced or a blending of new and old leadership may occur. These changes can and do occur in both the formal and informal leadership structures.

It is entirely possible that the so called power figures will view the community development process as a threat to their leadership positions. This can create very interesting situations, but if the worker can validate that his activities are in accordance with the principles of community development he is obligated to continue the development of the community development process. Of course, the worker's supervisors and the agency which employs him must back him in order for this situation to occur.

In some cases, it is assumed that the community development worker must get the approval of the established leadership to create a community development process in the area. If any group of people requests the services of the community development worker, no group or person has the right to deny the people access to his services.

It can be assumed that not all people in communities will want to participate in a formal community development process. There may be very sound reasons why many people do not want to participate in any community activity. They may have been taught that they are not welcomed to participate in communiy affairs. They may have been taught that they have little or nothing to contribute to the community decision-making process. If this situation prevails, the community development worker must work to establish an environment which encourages participation. A difference in attitude from that of non-involvement to involvement may be necessary to develop. A new self-image needs to be acquired by the members of the community, so that each citizen's contribution is considered worthwhile.

If community development is truly interested in the development of people so that they may become increasingly more competent to deal with their environment effectively, then the groups with which it is involved must be on the basis of self selection. In community development, the people define the areas of interest and concern and choose who shall address themselves to that problem. It is the business of community development workers to relate to the community in such a manner that this situation will occur.

When participation is based on interest rather than on duty or obligation, the quality of that participation may be greater. Case Example 9 shows how a community development worker used interest as the only criteria for participation.

CASE EXAMPLE 9

The community development worker was asked into a community by a local civic group to discuss problems and concerns.

The worker did not make a formal presentation, but started the program by asking the group to identify areas of concern in the community. Diverse interests were expressed, such as industrial development, annexation, race relations, quality of education, and park development. The community development worker asked if those present were the only people in the community who were interested in

the areas of community concern. Ht was assured that many people had expressed an interest in these problems. The worker suggested that the group could act as a starter for the community and contact those people with similar interests. The civic club members discussed at some length if they should take the lead in such an activity. It was decided to go ahead as interested individuals rather than beginning a specific civic club activity. It was felt that a wider base of participation could be obtained without a specific group identification.

At the second meeting, most of the original group plus many more people were present. The areas of interest determined at the previous meeting were presented and other areas were added.

The group divided itself into sub groups or working groups to consider three questions:

1. Who will be affected, directly and indirectly, by action in these areas?
2. Who has been concerned with these areas in the Past?
3. Who might be interested in these areas?

Names were added to the list of people and groups who should be made aware of and encouraged to participate in the proposed activities. It was pointed out that some groups and individuals might be interested who had not been included at this point. It was suggested that all the groups be kept open so that new people could come into the process at a later date.

The mass media was used to inform area citizens of the proposed activities. It was stressed that anyone who was interested in the various areas was welcome and was urged to attend and work. The meeting places and times were announced as well as contact people who could furnish further information.

By using the mass media and personal contact, several groups were formed to work on various areas of concern. The selection process was based primarily on interest.

The results have been varied. Some of the groups continue to function. Others have ceased to function when they achieved what they set out to accomplish. Most groups met with a mixture of success and frustration, which may be an expected sequence in community development.

X. Methods combination

The community development worker does not usually relate to a community or group of people using only one method or procedure. The community development worker will use the method which seems most suitable at the time and for the particular situation with which he is faced. Over a period of time a community development worker will utilize many different approaches and methods, all of which adhere to community development principles and beliefs. Background knowledge of the situation and sensitivity to the cues which the community provides assist the worker in knowing which methods are appropriate for a specific situation. Case Example 10 shows various techniques used by a community development worker in engaging with a group of people over a period of time.

CASE EXAMPLE 10

The community development worker was assigned to work in a large midwestern city and to concentrate his time and efforts in some of the Model Cities Areas of that particular city. The area of the city in which he chose to concentrate had the usual urban problems such as slum housing, high crime rate, no recreation space, few jobs, a high degree of poverty, and smoldering human relations intensified by conditions and occurrences both in and out of the immediate area.

Since the Model Cities designation had been announced, many promises had been made and expectations created. The citizens had designed plans or had them drawn that would require major resource allocations and several years to complete. Most of the structures of government had not been involved in their planning activity. While the citizens' group had been at work, the local city government agencies were developing plans for the area and not taking into account the wants and desires of the citizens. Conflict was started as each of the groups was convinced that they were right and knew what was best for the area. This placed the Model Cities Agency in the position of arbitrator.

This situation existed when the community development worker was assigned to the area.

The worker's first activity was to talk to as many different people, groups, and agencies as possible in an attempt to determine who had what interest, what had gone on in the past, and what was planned. It was obvious that few people, agencies, and organizations were talking to each other and fewer were hearing what was said.

After a period of attending meetings sponsored by many different groups (usually excluding those who disagreed), the community development worker started suggesting to those involved that perhaps they should talk to each other in an informal sense. Small lunches and coffee conferences were arranged so that people could participate in group discussion to start to develop an appreciation of the various positions held. Agreement was not the initial purpose of these conversations. Understanding was.

Through these small group discussions a decision was made to develop a workshop into which the various groups and individuals could make any inputs they so desired.

A series of workshops produced many definite interest areas. It was further determined that many different agencies had overlapping programs, jurisdictions, and resources. A decision was made to create an organization whose function was to 1) study the area to determine the area of interest of the people, 2) determine what agencies and organizations hold similar interest, and 3) devise a method by which citizens, professionals in their fields, and government could come together to study the area and develop acceptable courses of action.

The community development worker to this stage had acted as a bridge between many different groups. He further acted as a motivator in the realm of

asking such questions as do those affected have a right to be included in the decision-making. He sometimes provided a neutral arena or new arenas for people that were somewhat devoid of unpleasant historical antecedents.

As the study process started, immediate problems were faced such as lack of hot lunch programs in the schools. School people, parents, and other agencies formed task groups to take immediate action on this issue. The main group continued its study process, encouraging action groups to form based on the findings of the group. All action groups which have been formed to date have asked who will be affected and attempted to involve those people in the decision-making. Some groups have chosen not to participate, but the community development worker is encouraging an open door policy so that entry can be made at a later date.

What the outcome is going to be is uncertain but the groups involved are learning to deal with conflicts, difference of agency orientations, and creating and sustaining study-action programs. The situation is far from perfect. Radical groups at both ends of the left-right political continuum oppose the group's efforts, but a conscious effort is being made to involve them in the devising and carrying out of action programs.

At present, no long-range plans for action have been developed. The primary accomplishment is that citizens' groups, government at the local and state levels, and the various agencies have learned to understand each other, if not agree. They have learned to become somewhat comfortable with each other and are developing mutual respect. The community development worker will be called upon in the future to apply various methods combinations to encourage a continued community development process.

Summary

In the day-to-day operation of community development activity, it is difficult to identify or separate the theory and the practice of community development. This is as it should be for the practice and theory should be so intertwined that they are self-supporting, each testing and strengthening the other.

The various methods discussed should not be thought of as separate and apart. It is entirely possible and probably desirable that the community development worker use many of the methods at the same time in his assigned area. The first method discussed (direct interaction with individuals and groups) is basic to the establishment of any community development activity.

The community development worker practices his profession in the context of the community. He cannot assume that people know how to function or to participate in an effective manner. He must believe that people can learn to become effective operators of their own environment.

Thus, community development theory and practice are a guide to both the worker and the people who make up the community. The developmental relationship which the worker encourages helps to build a knowledgeable community which can function on its own through the community development process. The human development which results is worth the effort.

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